



Cabinet Meeting

23 July 2014

Report title	Residential Short Breaks Service for Disabled Children and Young People.	
Decision designation	AMBER	
Cabinet member with lead responsibility	Councillor Val Gibson Children and Families	
Key decision	YES	
In forward plan	YES	
Wards affected	All	
Accountable director	Sarah Norman, Community	
Originating service	Joint Commissioning Team, Disabilities	
Accountable employee(s)	Kathy Roper	Joint Commissioning Team Manager, Disabilities Tel 01902 550975 Email kathy.roper@wolverhampton.gov.uk
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Report to be/has been considered by	Community Directorate Management Team	30 June 2014

Recommendation(s) for action or decision:

The Cabinet is recommended to:

Approve the decommissioning of short breaks services for disabled children at Windmill Lane and Stowheath House and to commission a six bed short breaks residential unit, with outreach and domiciliary care.

Recommendation(s) for noting

The Cabinet is recommended to note:

That this service model takes into account the outcome of further consultation with families, an analysis of the social care market's capacity to deliver the new model, and is the most cost effective option being deliverable within the available resources of £863,000

1.0 Purpose

- 1.1 The purpose of the report is to outline the revised short breaks service for disabled children, developed following further involvement of families of disabled children.
- 1.2 This report also describes the work undertaken to test the capacity and competency of the external market to deliver this new more flexible and responsive service.

2.0 Background

- 2.1 The review of short breaks for disabled children was completed in 2013 and reported to Cabinet in July 2013. The report highlighted a number of issues with the current residential short breaks service: the units were running under-capacity, there were issues in relation to the quality of the service and the service was inflexible. Cabinet agreed that the service should be re-shaped and externalised.
- 2.2 Ongoing dialogue with families during the transformation process resulted in Stowheath House being identified as a potential medium term solution to deliver a single service while the new service was being commissioned.
- 2.3 The Office for Standards in Education Children's Services and Skills (Ofsted) carried out inspections of the services at Stowheath House and Windmill Lane in February 2014 and as a result the decision was made to de-register Stowheath House as a provider of overnight residential short breaks. At present Stowheath House is not offering overnight short breaks; however they are providing daytime, teatime and early evening activities for children instead.
- 2.4 Ofsted has recently re-visited Windmill Lane and has agreed a further extension to allow it to remain registered for overnight stays until 8 September 2014. The service is working with families to identify alternative overnight provision. The service will continue to provide day time and evening support for families who wish to use it beyond 8 September.
- 2.5 Following the Ofsted inspections it was decided to reconsider the options for future residential short breaks services. Further work has been undertaken with families to review their options in the short term and to work with us to shape the new model.
- 2.6 An exercise has been undertaken to see how responsive the external market is to the new commissioning model. A commissioning prospectus has been developed which sets out the commissioner's intentions for the re-shaping of the service. External providers have been invited to submit a response outlining their expertise.

3.0 Involvement of parents

- 3.1 All the families who use the residential service were invited to an individual meeting with a member of staff from the short breaks service or their social worker from the Disabled Children and Young People's Team (DCYPT). The purpose of this was to update them on the service, inform them of next steps and gather their views on what support they

needed now and in the future. All 29 families who currently use or have recently used the residential service were contacted in May 2014 and 24 families attended meetings. Further details of comments received from parents and carers are included in Appendix 1.

3.2 Key themes from the involvement with parents

- 3.2.1 It is clear from these responses that parent's value and need the overnight short breaks provision and some families have stated that without it their families would suffer or not be able to cope. Where there is greatest need, alternative residential short breaks provision will need to be sourced through external providers or overnight provision for an interim period while the new service is being commissioned.
- 3.2.2 Parents and carers are now willing to try other methods of support, such as day time or evening provision and direct payments. This may be as a result of the changes in services at Stowheath House and Windmill Lane. Families are starting to recognise that a more flexible service can meet their needs.
- 3.2.3 Families are very keen to have a high quality service that is based in Wolverhampton. They have also said that planned activities for children, facilities including a sensory room and garden are important as well as a service that offers a home from home experience.
- 3.3.4 The information from families about the proposed new model of service will help to shape the service specification. The comments from families are consistent with information collected from other areas, and confirm that the model needs to be flexible and offer a variety of options, rather than a more traditional service that offers little flexibility or choice.
- 3.3.5 There is increased interest in direct payments and a move towards personalisation, which needs to be developed further through continued work with families. Two events are planned for July; these will give families the opportunity to find out how personalisation works in other areas and to talk to families who have experienced more personalised services.

4.0 Market warming exercise

- 4.1 A commissioning prospectus has been produced which outlines the Local Authority's commissioning intentions. This process will enable the commissioners to gain a wider understanding of the market interest in the new service model before the service is tendered. The prospectus was disseminated to all organisations that are registered on Due North for this type of service. It was also circulated to those organisations who are known to provide services within this sector. This is the first time this method has been used to test the market.
- 4.2 Six organisations responded to the commissioning prospectus, each offering a very different type of service. Each of the providers has been visited by a team of professionals from the Council to gain further insight into their provision, expertise and capacity. This is a precursor to a full tender exercise.

4.3 The meetings with the external providers have demonstrated that it is possible to provide the model of service we are proposing. The key themes from the visits are:

- Provision is more flexible and families have the option of how they receive their service - at home, in the community, in a residential unit, or other residential setting (e.g. hotel or holiday) that meets the needs of the child and family.
- Children have a smaller package of residential overnight stays, but these can be taken when they are needed most, for instance during school holidays.
- Packages are outcome focused and centre on how to support families to improve resilience and are seen as a short/medium term intervention.
- Residential units are smaller and offer a home from home experience for children. They cater for all the range of disabilities and needs in one setting through the individual assessments of needs, and co-ordination of bookings.

4.4 We also know from information gathered from other local authorities that many have moved away from the more traditional model of residential short breaks and now offer a more varied package of support to families through a range of options.

5.0 Options appraisal

5.1 Commissioners have contacted a number of other local authorities and the research has shown that they have been successful in reducing the amount of overnight residential short breaks provision they use. No local authorities have a short breaks model without any beds, most areas use a mixture of internal and external provision combined with community based and home based services. Based on our current provision, the Council has more in-house residential provision than most other areas. This could also explain why the local external market is underdeveloped within the city. However there are a number of external providers in the Black Country and neighbouring areas who have previously expressed an interest in developing provision within the city.

5.2 Based on the options appraisal and the outcomes of the information gathered for the market, the proposed model of service provision will include:

- De-commissioning the existing in-house services at Windmill Lane and Stowheath House
- A 6 bed residential unit, which will provide 2148 nights of provision
- Develop more options for families to have a combination of provision through outreach and home based support that is flexible and outcome focused
- Develop more shared care placements
- The residential unit will be part of the service commissioned from an external provider who will provide the building and the services delivered from it

- The unit will need to be provided within Wolverhampton.

Table 1 : Summary of costs for options appraisal

Option	79 nights (current average allocation) £	63 nights (Current average usage Dec 13 –Feb 14) £	50 nights (potential allocation based pilot of revised eligibility criteria) £
1. Update Stowheath as single 8 bed unit (fixed costs)	676,280	676,280	676,280
2. 6 Bed Residential unit and mix of provision	741,104	639,512	610,280
3. 4 Bed Residential Home and mix of provision	794,962	694,210	613,714
4. <u>Spot purchasing external Provision</u> (mix of residential provision, shared care and home based care)			
- 50% residential/ 50% shared care/home support	1,018,613	998,613	663,410
- 75% residential/ 25% shared care/home support	1,183,565	954,045	767,810
- 86% residential/ 14% shared care/home support	1,238,549	997,893	802,610

6.0 Financial implications

- 6.1 The Medium Term Financial Strategy includes a savings target of £500,000 (£375,000 in 2014/15 and £125,000 in 2015/16) for residential short breaks for children with disabilities. The current controllable budget for 2014/15 (net of the 2014/15 savings target) is £988,000. Following the full year effect of the savings proposal the base budget for 2015/16 would be £863,000.

6.2 Initial work has been carried out to cost a number of options (summary at table 1 above 2). Options two and three have been calculated using the cost of running similar in-house facilities as no data is currently available as to what the external market would charge for externally owned residential units. Option four has been calculated using the current charging rates for spot purchasing from the external market. This exercise has indicated that a six bed residential unit would be the most cost effective and would provide sufficient capacity and allow for the development of a broader range of services. Information from the market warming exercise has indicated that the model proposed is achievable within the budget available. [AS/10072014/O]

7.0 Legal implications

7.1 There will be legal implications for staffing due to the decision to re-provide the residential service.

7.2 The appropriate legal requirements will be followed in the procurement processes to externally commission the residential service. [RB/1007204/Q]

8.0 Equalities implications

8.1 An Equalities Analysis was carried out for the last report submitted to Cabinet on November 13 2013 , which is still relevant to this report.

9.0 Environmental implications

9.1 There are no environmental implications

10.0 Human resources implications

10.1 There may be implications for staff under the Transfer of Undertakings (Protection of Employment) Regulations through re-commissioning the service to an external provider.

10.2 Human Resources and Trade Unions will be involved in discussions with the staff affected.

11.0 Corporate landlord implications

11.1 The recommendation to close the Stowheath House and Windmill Lane assets once a new service is commissioned will involve the transfer of the surplus assets to the Corporate Landlord pending disposal.

11.2 Once surplus the assets will be disposed of on the open market by private treaty, tender or auction.

12.0 Schedule of background papers

12.1 Cabinet Reports:

- Review of commissioning plan of short breaks services for disabled children 19 June 2013
- Short Breaks Residential Provision for Disabled Children and Young People 13 November 2013

Appendix A: Key themes from the involvement with parents

Main requirements of a residential service:

- Parents need the time to re-charge their batteries, spend time with other family members and have a break
- Overnight provision is essential
- Weekend and day care provision should also be included
- Lack of residential service provision would have a major impact on some families

- **Support required by families if overnight provision at Stowheath House and Windmill Lane is not available:**
 - Daytime, evening and weekend provision at Stowheath House/Windmill Lane
 - Direct Payments
 - Overnight provision in another setting
 - Community based provision
 - More support for families

- **How can families be offered more choice and control in the short breaks they receive?**
 - Staff needs to be skilled and consistent in terms of routines and relationships with children and families
 - Have direct payments
 - Provide overnight provision in another setting
 - Offer a package of support under one roof and that offers more flexibility
 - Service should be in Wolverhampton
 - Provide a good environment with sensory room and garden
 - Community based provision

- **What type of provision would need to be included in the new service model?**
 - Overnight provision
 - Daytime/weekend provision
 - Holiday provision
 - Safe spacious environment
 - Outreach
 - Good activities

- **What are your top priorities to include in the service in the future?**
 - Overnight (residential) provision
 - Holiday and day time provision
 - Based in Wolverhampton
 - Good quality activities
 - Include a sensory room and garden
 - Skilled and well trained workforce
 - Direct Payments

- **How can we involve parents/carers in the future?**
 - The majority of parents said that they valued the one to one meetings, rather than group meetings
 - The staff involved also said that they had found these meetings very useful and informative
 - Regular communication with families in a variety of formats is important
 - Some families said that they also wanted group meetings

- **Other concerns raised:**
 - Families concerned that Windmill Lane is closing
 - The need for openness and honesty with parents, more communication
 - What will happen in emergencies?
 - The need for a residential service in Wolverhampton